

**REPORT - PLANNING COMMISSION MEETING**  
**November 7, 2002**

**Project Name and Number:** Pacific Commons Planned District Guidelines Supplement A (PLN2003-00015)

**Applicant:** Catellus Development Corporation

**Proposal:** To consider a Planned District Minor Amendment replacing Chapter IV, Sections H, I, J and K of the "Pacific Commons Master Plan 2000, Planned District Development Standards and Guidelines" for P-2000-214 in the Industrial Planning Area with "Supplement A". Supplement A provides standards and guidelines regarding site furniture, project identification, signage, and lighting for Pacific Commons.

**Recommended Action:** Recommend City Council approve PLN2003-00015, based on findings and subject to conditions of approval.

**Location:** The Pacific Commons site bounded on the north by Auto Mall Parkway, on the west by the Auto Mall Planned District (P-88-15), on the east by Christy Street, and on the south by Bunche Drive and Brandin Drive, in the Industrial Planning Area.

**Assessor Parcel Numbers:** 525-1326-005-00, 525-1326-006-00

**Area:** Approximately 102.78 acres

**Owner:** Catellus Development Corporation

**Agent of Applicant:** Sean Whiskeman, Catellus Development Corporation

**Consultant:** Kenneth Kay, KenKay Associates

**Environmental Review:** An EIR and Supplemental EIR were previously approved for the Pacific Commons project. An addendum was prepared and adopted for the Planned District Major Amendment finding the project to be consistent with the original plan and EIRs.

**Existing General Plan:** Restricted Industrial with a Commercial-Industrial overlay, R (C-I)

**Existing Zoning:** Planned District, P-2000-214 and PLN2002-00263 (Major Amendment)

**Existing Land Use:** Vacant

**Public Hearing Notice:** Public hearing notification is applicable. A total of 287 notices were mailed to owners and occupants of property within 300 feet of the site on the following streets: Stevenson Boulevard, Auto Mall Parkway, Cushing Parkway, Albrae Street, Boyce Road, Boscell Road, Auto Mall Circle, Nobel Drive, Enterprise Street, Industrial Drive, Northport Loop, Brandin Court, and Christy Street. The notices to owners and occupants were mailed on October 28, 2002. A Public Hearing Notice was delivered to The Argus on October 23, 2002 to be published by October 28, 2002.

**Background and Previous Actions:**

On August 27, 1996, the Planning Commission recommended the City Council approve a mixed use industrial development of approximately 8.3 million square feet of office, warehouse and commercial space in one and two story buildings. On September 10, 1996, The City Council certified a Supplemental EIR for the project. On September 10 and 17, 1996, the City Council approved the General Plan Amendment, Planned District, Development Agreement, Vesting Tentative Map and preliminary grading plan for the project. Conditions of the City Council's 1996 approval of the project required the developer to obtain approvals and permits from Federal, State and regional public agencies, including the

U.S. Army Corps of Engineers, U.S. Fish and Wildlife Service, California State Department of Fish and Game and the Regional Water Quality Control Board. Conditions of approval by the resource agencies included significant modifications to the originally approved project, including the dedication of a substantial portion of the previously approved project site to restoration of seasonal wetlands. Because of the reduction of the developable land within the project area and changes in the market after 1996, staff and the Catellus team worked on a revised Pacific Commons Master Plan 2000. The intent of the new plan was to provide:

- Streets that are walkable, pedestrian friendly and tree-lined;
- Clear and convenient connections to the many transportation alternatives linked to the site;
- Buildings that address the streets and make pedestrian connections from the front door to the street and open space network;
- Community-serving retail facilities that are within convenient walking distance;
- Distinctive landscape features and amenities that create a unified and appealing place;
- Commons and people places of various sizes, character and scale that are linked together and provide opportunities for repose, relaxation and passive recreation;
- A four mile recreational pedestrian/bicycle loop trail from the proposed train station, along the edge of the Wetland Preserve and around the site;
- A new City recreational area that will integrate with the proposed pedestrian/bicycle loop trail and train station;
- Site and architectural solutions that integrate energy and resource efficiency, and environmental constraints and opportunities, like wind, sun, soils, bio-swales and wetland buffers into the design of each project.

In response to this direction Pacific Commons Planned District, a mixed-use business center and wetlands preserve on approximately 822 acres, was proposed in spring 2000. The Design Guidelines and Development Standards for this Planned District (P2000-0214), the heart of the plan, were adopted by the City Council on May 9, 2000.

At the time of the adoption of the May, 2000 Design Guidelines and Development Standards, Chapter IV, Sections H, I, J and K regarding site furniture, project identification, signage and lighting guidelines, were carryovers from the 1996 approvals. While those sections were approved as part of the Standards and Guidelines document, a condition of approval required the developer to submit revisions immediately after approval of the current applications. P-2000-214 Planned District Condition 3 states, "Prior to the issuance of the Certificate of Occupancy for the first building in the Vesting Tentative Tract Map 7200 area, the applicant must submit for Planning Commission approval a Plan for signage and identity elements through the Planned District. This Plan will include signage, lighting, street furniture and other identity elements such as obelisks and water elements." To further enforce this condition, the Pacific Commons Major Planned District Amendment PLN2002-00263 Condition 2 states, "Prior to approval or concurrent with the approval of any building or site plan, the Standards and Guidelines for site furniture, lighting, signage, etc. shall be reviewed and approved by the Planning Commission." Supplement A provides the revised guidelines for site furniture, project identification, signing, and lighting. The Supplement will replace Chapter IV, Sections H, I, J and K.

On July 23, 2002, the City Council approved a Planned District Major Amendment (PLN2002-00263) to modify the approved land use and circulation plans for the Pacific Commons Planned District (P-2000-214). On September 26, 2002, the Planning Commission approved a Vesting Tentative Tract Map and Preliminary Grading Plan (PLN2002-00263) implementing the modifications approved for the Planned District Major Amendment.

## **PROJECT ANALYSIS:**

The Pacific Commons Master Plan 2000 Planned District Standards and Guidelines document are the heart of the planned district. The document provides essential information on project requirements to developers, realtors, end users and their architects, engineers and City staff to evaluate proposed development applications. After P-2000-214 was approved, the planned district conditions, the Vesting Tentative Tract Map and Preliminary Grading Plan and other City regulations were included in the appendix for reference. The Standards and Guidelines provide a broad overview of the developer's and the City's project goals and objectives (Chapter I), establishes the allowable uses and process procedures (Chapter II), sets forth the standards (mandatory) and guidelines for development in the special areas of the project (Chapter III), and the standards and guidelines for the entire project area including location and requirements for major streets, landscaping and building heights, setbacks, parking requirements (Chapter IV).

Supplement A will replace Chapter IV, Sections H, I, J and K of the adopted Guidelines, providing new standards and Guidelines for site furniture, project identification, signing, and lighting. Supplement A responds to Condition 3 of Planned District 2000-0214 that “Prior to the issuance of the Certificate of Occupancy for the first building in the Vesting Tentative Tract Map 7200 area, the applicant must submit for Planning Commission approval a Plan for signage and identity elements through the Planned District. This Plan will include signage, lighting, street furniture and other identity elements such as obelisks and water elements. “

**General Plan Conformance:** The existing General Plan land use designation for the project site is Restricted Industrial with a Commercial-Industrial overlay. The project is consistent with the existing General Plan land use designation for the project site because the proposed Planned District Minor Amendment provides design standards and guidelines for the development of major retail, office, research & development uses in Pacific Commons. The following General Plan Goals and Policies are applicable to the proposed project:

*Fundamental Goal 8*—A diversity of residential, recreational, cultural, employment and shopping opportunities.

*Fundamental Goal 9*—A large diversified industrial and commercial base to meet the employment needs of the City’s present and future workforce.

*Land Use Policy 3.2*—The general plan allows warehouse retail and large-scale regional retail uses on sites with convenient freeway access and where the proposed use is compatible with the purpose of the industrial area.

*Land Use Policy 3.3*—The general plan allows for commercial uses providing necessary services and large-scale regional retail in industrially designated areas.

Supplement A to the Pacific Commons Master Plan is consistent with these Goals and Policies in that it provides design direction for Pacific Commons, a planned district that will include considerable office, industrial and retail development adjacent to Interstate 880 and in the Industrial Planning Area.

**Zoning Regulations:** The zoning designation for the subject property is Planned District, P-2000-214. This Planned District Minor Amendment to adopt Supplement A to the Pacific Commons Master Plan 2000 is intended to comply with a condition of the Planned District. Condition 2 states that, “Prior to approval or concurrent with the approval of any building or site plan, the Standards and Guidelines for site furniture, lighting, signage, etc. shall be reviewed and approved by the Planning Commission.” Condition 3 states that “Prior to the issuance of the Certificate of Occupancy for the first building in the Vesting Tentative Tract Map 7200 area, the applicant must submit for Planning Commission approval a Plan for signage and identity elements through the Planned District. This Plan will include signage, lighting, street furniture and other identity elements such as obelisks and water elements.” Supplement A provides the required revised guidelines for site furniture, project identification, signing, and lighting. The Supplement will replace Chapter IV, Sections H, I, J and K. No new development or other modifications to the Planned District would be authorized by this Planned District minor amendment.

### **Supplement A Analysis:**

One of the goals of Pacific Commons is to create a unique sense of place. The approach used to create a special place within Pacific Commons is to employ a variety of materials, details and colors that are consistent and coordinated. The selection and placing of the street furniture elements are based on aesthetic value, ease of maintenance, durability and safety. However, it is also important to remember that the street furnishings are only one part of an overall approach in making Pacific Commons unique. Site furnishings combined with landscaping, special pavements, and ultimately buildings and public spaces will make Pacific Commons an enjoyable and memorable place.

Supplement A is divided into four main sections; Site Furniture Standards and Guidelines, Project Identification Guidelines, Signing Standards and Guidelines, and Lighting Standards and Guidelines. Each section discusses the street furnishings to be in the public realm (within public right-of-way) and then describes guidelines for similar furnishings in the “private realm” (private property). The City and the Community Facilities District will maintain the street furnishings in the

public realm. Catellus or the Property Owners Association will maintain the street furnishings in the private realm. Overall, the proposal is referred to as "Standards and Guidelines." Some elements are very specific about what will be provided, such as the public realm benches, lighting fixtures and some signage. Other elements are proposed to remain more flexible and will be subject to later staff review and approval for conformance with the Guidelines and Standards. For example, in the public realm, the project identification markers and minor bus shelters are not fully designed. The Standards and Guidelines are much closer to guidelines than standards for most of the items in the private realm. Staff believes that the intent and character of the area is established through these Standards and Guidelines and that there is sufficient direction provided to allow for staff review of the final design for both the public and private realm items. Should staff have a concern with any proposed element, it is explicitly authorized to refer those items to the Planning Commission. Should an application come forward that is not consistent with any portion of the Guidelines, Chapter 1, Section G of the Guidelines ("Design and Approval Process") requires that staff refer the proposal to the Planning Commission. For example, should the proposed retail center wish to have alternative "identity features" or signage different from those proposed in the Guidelines, those changes would have to be approved by the Planning Commission.

**Site Furniture Standards and Guidelines:** Benches, Trash/Recycling Receptacles, Bicycle Racks, Lit and Unlit Pedestrian Markers, Tree Wells, Planting Islands, and Bus Shelters are the types of site furniture proposed in the public realm. In general, the applicant has selected a contemporary, "high-tech" look for its street furniture, and some items uniquely designed specifically for the project.

**Project Identification Guidelines:** The project identification markers identify the project site and vehicular entry points and also act as image-makers. The project identification markers will be the first impression of the project to passing traffic as well as to visitors, and should reflect its character and design qualities. The markers should also complement the site landscape and architecture. The project identification markers will be placed within the Gateway Easements at the corners of Automall/Christy, Automall/Braun and Cushing at the Wetlands Preserve border and will be within the private realm. Project Identification markers are not allowed in the public right-of-way. Note that the primary identification markers can be as tall as sixty feet.

**Signing Standards and Guidelines:** The signage program proposed for the site has both a utilitarian function in helping direct people to their destinations, and also an image-establishing function due to the unusual character of much of the proposed signage. Instead of using ordinary panels on posts, the proposed signs are vertical sculptural forms, which will carry the signing messages. The only non-standard signs (signs that vary from City standard) that will be allowed within the public right-of-way are street name signs and vehicular directional signs. Long standing City policy requires that vehicular directional signs within the public right-of-way not contain directions to private parking structures/lots, buildings or private plazas.

All signs that are located in the private realm must be part of a planned signing program. Different design criteria have been established for different uses and areas within the project. The signing program is intended to ensure that the criteria for all areas are compatible and consistent with the overall image of Pacific Commons. Guidelines for the sign program within the private realm include wayfinding signing (vehicular directional signs, parking identity signs, pedestrian directionals, pedestrian directory maps), tenant identification signs, retail tenant signs, and temporary commercial signs.

**Lighting Standards and Guidelines:** There are three types of lights that will be used in the public realm within Pacific Commons. The Arterial & Collector Road Lighting (Citea) will be used for all internal public streets with the exception of Pacific Commons Boulevard and portions of Nobel Drive and Cushing Parkway (through the Automall). The Traffic Signal Poles on the arterial and collector roads will be powdercoated to match the Citea poles and the Citea fixtures will be used together with the signals on the signal poles wherever feasible. Pacific Commons Boulevard will utilize a distinctive street light fixture (Spectra) that will serve to lend character, warmth and pedestrian scale to this special district. The Pedestrian Trail Lighting (Aviano) will be used to light the trail within the pedestrian access easement adjacent to Auto Mall Parkway and Christy Street. The pedestrian trail along the Wetlands Preserve will not be lit. The private realm lighting guidelines incorporates guidelines for parking lot lighting, open space and pathway lighting, and accent lighting.

**Site Furnishings within the Public Right-of-Way:**

The proposed street furniture, signage and lighting vary from the existing City Standards. City Council Resolution 6316 says, "Upon application being made, the City Manager (or designee) may approve any such alternate provided he/she finds that the proposed design is satisfactory from an engineering standpoint and is desirable for functional, aesthetic, or other reasons, and that the design, material, method, or work proposed is, for the purpose intended, at least the equivalent of that prescribed in the said adopted standards in quality, strength, effectiveness, durability, safety, engineering practicability, and will not result in increased future problems to the public in terms of maintenance, or for any other reason, after the said improvements are accepted by the public for maintenance; and provided further, unit development proposal pursuant to Article 28, Chapter 2, Title VIII of the Fremont Municipal Code." In order for City Council to approve "non-standard" site furnishings within the public right-of-way, the following findings must be made.

*1. The modification is desirable for functional, aesthetic, or other reasons.*

The proposed street furniture, street names signs, vehicular directional signs, and lighting that will be used in the public realm with Pacific Commons Planned District is desirable because it will serve to create a unique sense of place at Pacific Commons with its own design vocabulary and project identity.

*2. The design is satisfactory from an engineering standpoint.*

The proposed site furnishing within the public realm of Pacific Commons is satisfactory from an engineering standpoint as documented in the Supplemental Information section of Supplement A. This section includes manufacturer's specifications and details of the site furniture where available. The site furnishings will be manufactured by reputable companies that abide by industry standard of practice. Some of the proposed site furnishings are custom made and all the manufacturing and installation details are not yet available. City staff is recommending a condition of approval that will require the developer to submit detailed plans, which would include construction details, location and method of installation of the site furnishings prior to the approval of the Improvement Plans that show the site furnishings. A California-licensed engineer will be required to design and sign the construction details.

*3. The design, material, and method of installation of the modifications are at least equivalent to the City Standards in quality, strength, effectiveness, durability, and engineering practicability. From a safety perspective, the modifications are at least the equivalent to the City standards.*

The design, material, and method of installation of the proposed site furnishing within the public realm of Pacific Commons are at least equivalent to the City Standards in quality, strength, effectiveness, durability, engineering practicability, and safety as documented in the Supplemental Information Section of Supplement A. This section includes a memo by TJKM Transportation Consultants, which evaluates the traffic safety and pedestrian safety aspects of the proposed site furnishings from the standpoint of adherence to standards of the City of Fremont, Caltrans (where applicable) and other state and national agencies. The memo deals with the placement and design of the site furniture, signing and lighting based on the considerations of pedestrian and vehicular safety and specifies the appropriate location of the furnishings within the right-of-way.

As previously stated, the Supplemental Information section also includes manufacturer's specifications and details of the site furniture where available. One example of how the site furnishings' design, material and installation will be at least equivalent to the City standards is the proposed Citea street lights. The company that currently manufactures the City standard street light pole will be supplying the poles for the Citea street lights. The material and installation of the proposed poles will be at least equivalent to the City standard street light pole. For items of site furnishings where there are no current City standards, the design, installation and location will be reviewed and subject to the City Engineer's approval. City staff is recommending a condition of approval that will require the developer to submit detailed plans, which would include construction details, location and method of installation of the site furnishings prior to the approval of the Improvement Plans that show the site furnishings. A California-licensed engineer will be required to design and sign the construction details. The Supplemental Information section to Supplement A also includes a matrix of where the Pacific Commons site furnishings have been used in other cities.

4. *The modifications will not result in increased future problems to the public in terms of maintenance, or for any other reasons.*

The site furnishings proposed in Supplement A will not result in increased maintenance for the City. The site furniture and non-standard signs will be maintained by the Community Facilities District. Any "above standard" maintenance costs associated with the lighting will be paid for by the Community Facilities District.

## **Conclusion**

In conclusion, Staff believes Supplement A provides for unique street furniture, signage and lighting of a similar design vocabulary that, in addition to well designed individual projects, will create a unified sense of place and project identity for Pacific Commons. Although the proposed street furniture and fixtures (for the public realm) are modifications from City standard furnishings, they have been found to be equivalent in terms of public safety, engineering standards, and maintenance based on the supporting documentation included in the Supplemental Information section of Supplement A (TJKM memo dated October 7, 2002, manufacturer catalog sheets, concrete footing details, and sample installations matrix).

**Environmental Analysis:** An EIR and Supplemental EIR were previously approved for the Pacific Commons (P2000-214) project on May 9, 2000. An addendum was prepared and adopted for the Planned District Major Amendment (major retail center) finding the project to be consistent with the original plan and EIRs on July 23, 2002. The proposed Supplement A provides design guidance for site furniture, project identification, signage, and lighting for the approved Planned District Development. Supplement A provides for no development not already approved for the Planned District, and is consistent with the original approval. No further environmental review is necessary.

**Response from Agencies and Organizations:** No responses have been received.

**Enclosures:** Exhibit "A" (Supplement "A" to the Pacific Commons Master Plan 2000, Planned District Development Standards and Guidelines)  
Exhibit "B" (Findings and Conditions of Approval for Planned District Minor Amendment)

**Exhibits:** Exhibit "A" (Supplement "A" to the Pacific Commons Master Plan 2000, Planned District Development Standards and Guidelines)  
Exhibit "B" (Findings and Conditions of Approval for Planned District Minor Amendment)

## **Recommended Actions:**

1. Hold public hearing.
2. Recommend that City Council find that an EIR and Supplemental EIR were previously approved for the Pacific Commons project; an addendum was prepared and adopted for the Planned District Major Amendment finding the project to be consistent with the original plan and EIRs. The proposed Supplement A provides design guidance for site furniture, project identification, signage, and lighting for the approved Planned District Development. Supplement A provides for no development not already approved for the Planned District, and is consistent with the original approval. No further environmental review is necessary.
3. Find PLN2003-00015 is in conformance with the relevant provisions contained in the City's existing General Plan. These provisions include the designations, goals and policies set forth in the General Plan as enumerated within the staff report.
4. Recommend that the City Council approve PLN2003-00015 Planned District Minor Amendment, as shown on Exhibit "A", subject to findings and conditions on Exhibit "B".

**EXHIBIT "B"**  
**Findings and Conditions of Approval for PLN2003-00015**  
**Planned District Minor Amendment**

**FINDINGS:**

The findings below are made on the basis of information contained in the staff report to the Planning Commission dated November 7, 2002, incorporated herein, and the testimony at the public hearing.

1. The proposed street furniture modifications in Supplement A to the Pacific Commons Master Plan are desirable because they will serve to create a unique sense of place at Pacific Commons with its own design vocabulary and project identity.
2. The proposed street furniture modifications in Supplement A to the Pacific Commons Master Plan is satisfactory from an engineering standpoint as documented in the Supplemental Information section of Supplement A. The site furnishings will be manufactured by reputable companies that abide by industry standard of practice. In addition, all site furnishings will be subject to a condition of approval that will require the developer to submit detailed plans, which would include construction details, location and method of installation of the site furnishings prior to the approval of the Improvement Plans that show the site furnishings. A California-licensed engineer will be required to design and sign the construction details.
3. The design, material, and method of installation of the modifications are at least equivalent to the City Standards in quality, strength, effectiveness, durability, engineering practicability and safety. TJKM Transportation Consultants has evaluated the proposed Supplement A in regards to traffic safety and pedestrian safety in terms of the standards of the City of Fremont, Caltrans, and other state and national agencies and has provided recommendations for the placement and design of the site furnishing which will result in adherence to acceptable engineering safety standards. In addition, all site furnishings will be subject to a condition of approval that will require the developer to submit detailed plans, which would include construction details, location and method of installation of the site furnishings prior to the approval of the Improvement Plans that show the site furnishings. A California-licensed engineer will be required to design and sign the construction details.
4. The modifications will not result in increased future problems to the public in terms of maintenance, or for any other reasons. The site furniture and non-standard signs will be maintained by the Community Facilities District. Any "above standard" maintenance costs associated with the lighting will be paid for by the Community Facilities District.

**CONDITIONS:**

1. Pacific Commons Planned District shall conform to Exhibit "A", Supplement A to the Pacific Commons Master Plan, and all the conditions of approval of Pacific Commons Planned District P-2000-214 and Pacific Commons Major Amendment (PLN2002-00263).
2. The final design (construction details), installation methods and location of the site furnishings within the public right-of-way are subject to review and approval by the City Engineer prior to approval of any Improvement Plans that include the site furnishings.
3. A California licensed engineer shall design and sign the construction details of the site furnishings.

# INFORMATIONAL



Existing Zoning

**Project Number:**

PLN2003-00015 (PD MINOR AMEND)

**Project Name:**

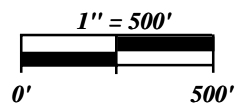
Pacific Commons Planned District Guidelines Supplement "A"

**Project Description:**

To consider a Planned District Minor Amendment replacing Chapter IV, sections H,I,J and K of the "Pacific Commons Master Plan 2000 Planned District Development Standards and Guidelines "for P2000-214 with "Supplement A", Standards and Guidelines for site furniture, project identification, signage and lighting.



**Note:** Prior arrangements for access are not required for this site.





# INFORMATIONAL



Existing General Plan

**Project Number:** PLN2003-00015 (PD MINOR AMEND)  
**Project Name:** Pacific Commons Planned District Guidelines Supplement "A"  
**Project Description:** To consider a Planned District Minor Amendment replacing Chapter IV, sections H,I,J and K of the "Pacific Commons Master Plan 2000 Planned District Development Standards and Guidelines "for P2000-214 with "Supplement A", Standards and Guidelines for site furniture, project identification, signage and lighting.

**Note:** Prior arrangements for access are not required for this site.

